

**FINAL REPORT  
LOCAL GOVERNMENT CONSENSUS  
BUILDING IN ZAMBIA  
APRIL 7-12, 2002  
LIVINGSTONE, ZAMBIA**

Prepared for

U.S. Agency for International Development

INTERNATIONAL CITY/COUNTY MANAGEMENT ASSOCIATION  
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**A SHARED VISION  
&  
STRATEGIC PLAN FOR THE CITY OF  
LIVINGSTONE**

**Livingstone City Council**



Elected Officials & Executive Management Team  
Livingstone City Council Advisory Board

April 7 – 12, 2002  
The Wasawange Lodge  
Livingstone, Zambia



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## INTRODUCTION

A strategic planning workshop was held in Livingstone, Zambia during the week of April 7 – 12, 2002 for the Livingstone City Council and members of the City Council Advisory Board. The workshop was funded by the United States Agency for International Development (USAID), the Office of Regional Urban Development in Pretoria, South Africa and was implemented by the International City/County Management Association (ICMA) in Washington, DC. Logistical arrangements were co-ordinated through the International Executive Service Corps (IESC) in Livingstone. City Councillors and Department Heads of the city gathered at the Wasawange Hotel on April 8 and 9, where they considered issues related to their specific responsibilities. The City Council Advisory Board and other community stakeholders joined the group for the final three days during which time the strategic plan was completed. The full agenda and complete list of participants are found in the appendices.

This document summarises key results from the workshop. It is important to define the meaning of this “strategic plan”; this plan will serve as a common reference point, built on a broad consensus to undertake practical action. The emphasis of the plan is to enable the City Council to affirm its current realities, including its gifts and assets as well as its difficulties, and to overcome lingering inertia. The plan, therefore, seeks to maintain a balance between the ambitious desire for large projects that require external financing and immediate actions that may be realized through the mobilisation of existing resources. While the latter may be modest, they are crucial to establishing a long-term and lasting foundation for significant change. As such, this plan is intended to serve as a “living document” that must be reviewed, refined, and modified on a regular basis as the Council gains new insights from the trial and error of the implementation process.

Though a week is a relatively short time for creating a strategic plan, the workshop followed a specific logic as it charted a course of action by drawing upon intuitive insights in a participatory manner. On the first day, the recent history of Livingstone was reviewed and lessons learned were discussed; creative roles of local government and stakeholders were also considered. These discussions set the stage for articulating a five-year *VISION* describing desired developments across the city and in local government. An analysis about *ROADBLOCKS* and *OPPORTUNITIES* preceded the creation of *STRATEGIC DIRECTIONS*; these directions represent “breakthrough” areas that require significant attention in the next year or two as actions are taken to implement the vision. *MILESTONES* were agreed upon and *ACTION PLANS* created for the first six months of implementation.

Products from these discussions are found on the following pages. Collectively, they provide a solid framework for guiding the ongoing evolution of the strategic plan, thereby fulfilling the function of a “living document”.

## VISION FOR THE CITY OF LIVINGSTONE 2002 – 2007

To improve the quality of life for all, economically, socially, and environmentally

## THE MISSION STATEMENT

Our Mission as Livingstone City Council is to provide efficient services, create an enabling environment for economic growth with community participation in order to improve the quality of life for all.

## COMMUNITY PRIORITIES FOR SERVICE DELIVERY

### Garbage

- Collection
- Disposal

Priority Area: Town Centre due to high population density

### Water

- Water distribution
- Ensure that citizens pay for services

### Roads

- Good drainage & foot paths
- Street lights
- Street signs

### Social Amenities

- Parks
- Sports grounds

ROLES & RESPONSIBILITIES:  
City Council, Staff, and Stakeholders

City Council Roles and Responsibilities

- Sets policy
- Develops the budget
- Provision of services
- Appointment and dismissal of staff
- Determines City priorities
- Creates a Vision for the City
- To establish and maintain buildings
- To ensure against losses, damages and liabilities to the Council
- To maintain law and order and ensure national security
- To prohibit and control illegal advertisements
- To establish and maintain farms and gardens
- To take and require measures for storage and marketing of produce
- Measures for control of grass weeds and vegetation
- Prevention of soil erosion
- Control the keeping of livestock
- Establish and maintain ponds
- Establish and maintain grazing grounds
- To take measures to control bees and dangerous animals
- To control the slaughtering of animals, the meat of which is intended for human consumption and to control the sale of such meat
- To control the movement of carcasses of animals
- To close or divert any public road or street
- To declare a street to be a public street or road
- To maintain a register of all public streets or roads
- To control laying of cables, pipes etc
- To take measures for the promotion of road safety

Staff Roles and Responsibilities

- Implements Council policy
- Manages the daily operations
- Evaluates performance
- Recommends policy changes

Stakeholder Roles and Responsibilities

- To pay rates, taxes, and fees in a timely manner
- To participate in community affairs
- Exercise a sense of responsibility towards the community well-being
- Provide feedback concerning projects and problems at the community level
- Obey the laws and cooperate with the enforcement agencies to safeguard community assets from acts of vandalism and theft
- To interact with other stakeholders
- A link to the budgetary process
- Assist with definition of standards and priorities



## Key Obstacles to Success

### Efficient Council Operations

- Lacking staff capacity
- Need to restructure and retrain
- Capitalization
- Computerization of the City Council
- Oversized workforce
- Narrow revenue base
- Lacking sufficient government funding
- Corruption
- Need to review Local Government Act
- Lack of building standards and control
- Poor conditions for service delivery
- Lack of discipline
- Political Interference
- Misuse of Resources

### Economic Growth

- High interest rates
- Inadequate business finance
- Legislation on investment and licensing is not coordinated
- Misappropriation of funds
- Lack of incentives for local investors
- Lack of information concerning investment
- High taxes
- Bad policies
- Unfavorable regional economic climate
- Inadequate marketing of tourism
- Government bureaucracy
- Poor railway system

### Water and Sewage

- Antiquated water systems
- Leakages
- High water bills
- Lack of funding
- Capitalization low
- Lack of chemicals for treatment
- Lack of spare parts
- Illegal connections
- Quality of water
- Non-payment of bills by customers and the government

### Friendly Environment

- By-Laws are not enforced
- Lacking environmental watch team
- Lack of audits and environmental impact assessment reports
- Land allocations are not correct
- Lacking a plan or guideline for park maintenance
- Corruption leads to decisions that do not benefit the environment

#### Social Activities & Recreation

- Open spaces are tampered with or neglected
- Lack of policy and control regarding the provision of social amenities
- Vandalism

#### Health Services

- Preventive Measures for disease control are insufficient
- Funding is not available for disease control
- Insufficient supply of drugs

#### Construction of New Facilities

- Runway too short
- Decentralization of decision-making process

#### Solid Waste System

- Disposal trucks are lacking
- No designated disposal site

#### Good Road System

- Electricity tariffs high
- Government interference in ZESCO operations

## OPPORTUNITIES FOR THE CITY OF LIVINGSTONE

- Political will to change and overcome obstacles to development exists at both the Council and Central Government Level
- Inspired local political leadership
- A common Vision shared by stakeholders
- Greater communication
- Community interest
- Desire by the local community to improve social services
- Co-operating partners are keen to provide assistance
- Natural resources
- Development of tourism as an engine for economic growth
- Recent increase in tourism will provide more employment
- Construction of the road and bridge at Katima Mulilo will create greater business opportunities in Livingstone
- World Bank Funding
- Foreign and local investment
- Government policy to revive the manufacturing industry

## Strategic Focus Areas & Milestones

### Strategic Focus Area: Economic Growth

#### Milestones to be accomplished through local resources

- Finalize development plan for Livingstone with wider community participation, including designation of new commercial-industrial area out of town
- Campaign to enforce laws on importation of goods which are locally produced
- Establish an office for investors, Zambian and foreign, to assist with investment and to promote investment

#### Milestones requiring additional resources

- Develop local economic strategy –
  - facilitate small and medium businesses
  - horticultural production
  - agricultural process
  - construction
  - transport
  - tourism
  - communications
  - extension of investment center office to Livingstone
- Lobby government for percentage of revenue accrued in Livingstone to remain in the city
- Lobby government for dry port export processing zone, tax free zone

### Strategic Focus Area: Garbage Management

#### Milestones to be accomplished through local resources

- Sensitize community on ways of garbage collection and disposal
- Effective garbage collection through community participation
- Involve private sector participation

#### Milestones requiring additional resources

- Establish a dump site (completion of environmental study, etc)
- Equipment for garbage collection (trucks, etc)
- Establish recycling plants

### Strategic Focus Area: Road Rehabilitation

#### Milestones to be accomplished through local resources

- Clearing of potholes (70 kms of paved roads)
- Clearing of drainage (70 kms of paved roads)
- Rehabilitation of dust roads through appropriate means, i.e., gravel, grading, or other major improvement (86 kms of unpaved roads)

#### Milestones requiring additional resources

- Obtain road equipment (e.g., graders, front-end loaders, trucks, tippers, compactors)
- Road resurfacing and drainage (e.g., walkways, signage, footbridges, pedestrian crossings, speed bumps, lay-by) through lobbying with national roads board
- Street lights and robots (70 kms)

### Strategic Focus Area: Capacity Building

Milestones to be accomplished through local resources

- Human resource training (e.g. in the use of computers)
- Identifying local skills in the community
- Office equipment (e.g., photocopiers, fax, modems, scanner)

Milestones requiring additional resources

- Restructuring (down-sizing, improving conditions of service)
- Multipurpose vehicles (pick-up trucks, bikes, and motor bikes)
- Computerization in all departments

Strategic Focus Area: Different Ways of Doing Things

Milestones to be accomplished through local resources

- Stakeholders identified at all levels beginning with the ward – needs identified and integrated during formation of planning document, budgeting, implementation stages
- Activities like market levy collection, grave digging, street sweeping, grass control, garbage control (cost-sharing)
- Data electronically inputted and updated (archiving, including minutes, monthly bills and accounts generated, payroll system)

Milestones requiring additional resources

- Other councils lobbied on the issue of autonomy and status of the mayor
- By-laws reviewed (including roll back malaria program, road maintenance sub-contracted)
- Experts approached on expertise, e.g., LAZ
- Implementation of resolution

ACTION PLAN # 1  
ECONOMIC GROWTH

NAME OF THE MILESTONE: Economic Growth  
Creation of a Development Plan

DESCRIPTION OF THE MILESTONE: To finalize the Development Plan

INTENT (*the purpose & intended results*): Public awareness and wider participation

KEY IMPLEMENTATION STEPS (*approximately 4 to 6 activities*):

Implementation steps (Please use short phrases)	How to implement (Please use short phrases)	Start & finish	To be undertaken by
1. Terms of Reference for Consultants	Copies to Councilors, Advisory Board & PR Office	April – May, 2002	Town Planning Department
2. Revised Livingstone Development Plan	Copy to be circulated to Councilors, Advisory Board & PR Office	April – June, 2002	Town Planning Department
3. Consultation	Morning workshop with Consultants and Community	July 2002	Town Planning Department
4. Participation	Meetings & workshops held regularly with consultants and community	August – July 2002 - 2003	Town Planning Department
5. First draft available	Circulated to Councilors and Community	January 2003	Town Planning Department
6. Consultation and finalization	Meetings & workshops	February 2003 – July 2003	Town Planning Department

ESTIMATED COST: Kwacha 500,000

ACTION PLAN # 2  
GARBAGE MANAGEMENT

NAME OF THE MILESTONE: Garbage Management

Sensitize community on ways of garbage collection and disposal

DESCRIPTION OF THE MILESTONE:

INTENT (*the purpose & intended results*):

- 1) To make people aware of different ways of garbage disposal
- 2) Legal implications so that their attitudes and behaviors change

KEY IMPLEMENTATION STEPS (*approximately 4 to 6 activities*):

Implementation steps (Please use short phrases)	How to implement (Please use short phrases)	Start & finish	To be undertaken by
1. Council (Health Department)	Through rates, bills and, posters	Within one month Continuous	Director of Public Health
2. Markets	Meeting with marketeers	Immediately	Chairmen
3. Church	Announcements	ASAP Continuous	Pastors
4. Schools	Education	ASAP Continuous	Head Teacher
5. Clinics	Health talks with antenatal and children's clinic	ASAP	District Director of Health
6. Area Based Organizations and Community Based Organizations	Meetings with residents	Within one month	Chairmen

ACTION PLAN # 3  
ROAD REHABILITATION

NAME OF THE MILESTONE: Road Rehabilitation  
Clearing of potholes

DESCRIPTION OF THE MILESTONE: Patching and mending of potholes on the Seventy (70) Km tarred roads within Livingstone City

INTENT (*the purpose & intended results*): Smooth roads for improved transport, communication for economic growth

KEY IMPLEMENTATION STEPS (*approximately 4 to 6 activities*):

Implementation steps (Please use short phrases)	How to implement (Please use short phrases)	Start & finish	To be undertaken by
1. Identifying roads with potholes	Survey the roads	June 1 – 30, 2002	Livingstone City Council
2. Bill of quantities	Evaluate and cost	June 1 – 30, 2002	Livingstone City Council
3. Sourcing funds	Using own resources, GRZ, and Co-op partners	July 1 – 31, 2002	Livingstone City Council
4. Tendering	Advertise	August 1 – 30, 2002	Livingstone City Council
5. Contracting	Select and award	First week of September	Livingstone City Council
6. Monitoring, evaluation, and certification	Continuous inspections	Third week of September – November 30, 2002	Livingstone City Council



ACTION PLAN # 4  
CAPACITY BUILDING

NAME OF THE MILESTONE: Capacity Building  
Human Resource Training

DESCRIPTION OF THE MILESTONE: Computer Training

INTENT (*the purpose & intended results*):

- 1) For easy storage and retrieval of information
- 2) Improve efficiency

KEY IMPLEMENTATION STEPS (*approximately 4 to 6 activities*):

Implementation steps (Please use short phrases)	How to implement (Please use short phrases)	Start & finish	To be undertaken by
1. Identify staff and room	Department Heads to submit names	One week	Personnel
2. Training needs identified	Department Head identifies	One week	Computer Manager
3. Trainers identified	Computer Manager	One week	Computer Manager
4. Training program developed	Trainers	One week	Trainers & Computer Manager
5. Training done	Computer Manager to oversee the training	Three months	Trainers
6. Evaluation of training	Department Heads & Computer Manager	One week	Town Clerk

ACTION PLAN # 5  
DIFFERENT WAYS OF DOING THINGS

NAME OF THE MILESTONE: Different ways of doing things

DESCRIPTION OF THE MILESTONE: Stakeholder involvement

INTENT (*the purpose & intended results*): To ensure ownership, accountability, and sustainability through participation and utilization of varied expertise in development programs

KEY IMPLEMENTATION STEPS (*approximately 4 to 6 activities*):

Implementation steps (Please use short phrases)	How to implement (Please use short phrases)	Start & finish	To be undertaken by
1. Formation of Resident Development Committees (RDC) in each ward	Call public meeting to elect committee	April 15, 2002 – June 14, 2002	Councilor
2. Definition of Terms of Reference	Explain functions of the Ward RDC	June 15, 2002 – June 30, 2002	Councilor
3. Identification and submission of needs	Conduct participatory planning appraisals (Ward level)	July 1 – 31, 2002	RDC & Council-Special Duties Section
4. Consideration of submitted needs	Meetings of the Council & Advisory Board	August 1, 2002 – September 30, 2002	Town Clerk
5. Feedback	Dissemination of annual plans & budgets	October 1 – 31, 2002	Councilors & RDC
6. Implementation and Monitoring	Community working together wit Council, monitoring progress reports	Monthly	RDC & Council staff

## LIST OF PARTICIPANTS

1.	Hon. Sikota Sakwiba	Member of Parliament
2.	Fred Mwendapole	Mayor
3.	Bowas K. Maseka	Deputy Mayor
4.	Mark H. Namoya	Acting Town Clerk
5.	Margaret Whitehead	Councilor
6.	John Mukosho	Councilor
7.	Phoebe Kaoma	Councilor
8.	Geoffrey Arthur Harrington	Councilor
9.	Joseph Jambo	Councilor
10.	Sylvester Muunda	Councilor
11.	Jam Zyuumbwe	Councilor
12.	Fines Chidakwa	Councilor
13.	Boniface Simataa	Councilor
14.	Esnart Nyambe	Councilor
15.	Justine Pity Mwanza	Councilor
16.	Joseph Punyuka	Councilor
17.	Mark H. Namoya	Acting Town Clerk - LCC
18.	John Lilema	Acting Director of Finance – LCC
19.	Andrew Mpepo	Acting Deputy Director of Finance - LCC
20.	Clement Chisanga	Director, Planning – LCC
21.	Geoff Sinywibulula	Director, Engineering - LCC
22.	David Mbilikita	Deputy Director, Special Duties - LCC
23.	John C. Kapumpa	Director, Administration – LCC
24.	Ronica Miyoba	Director, Public Health - LCC
25.	Gill Staden	Advisory Board
26.	Pastor Janet Hart	Advisory Board
27.	Loveness Banda	Advisory Board
28.	Abraham Fikoloma	Advisory Board
29.	William Chipango	Advisory Board
30.	Ganesh Patel	Advisory Board
31.	Mary Kathryn Cope	IESC
32.	Percy Chabu T. Bwalanda	IESC
33.	Ivy Mhende	IESC
34.	Emmanuel Mutale	DBA-Live
35.	Ignatius Bwalya	Livingstone Tourism Association
36.	Ronnie Parbhoo	Livingstone Chambers of Commerce
37.	Bright Mumba	ZESCO
38.	Austin Chipenzi	Southern Water & Sewerage
39.	Chola Katanga	Zambia Police
40.	Beauty Moono-Chengala	Zambia National Tourist Board
41.	Lisa Mwiinga	Zambia Wildlife Authority
42.	Mungoni Sitali	National Museum Board
43.	Benjamin Mibenge	National Heritage Conservation Comm.
44.	Harold Mweene	Ministry of Tourism
45.	Ruth Henson	Zimba Livingstone Farmers' Association
46.	Kennedy Mbewe	Department of Physical Planning & Housing
47.	Joseph Mwanda	National Airports Corporation
48.	Dr. Caroline Phiri	Acting Director – LDHMT
49.	Augustine Miyoba	Catholic Diocese
50.	David Siansundi	District Administrator

51.	Mubamba Sichilongo	Zambia Revenue Authority
52.	Joy Ndwandwe	USAID, South Africa
53.	Melissa Speed	Programme Manager – ICMA
54.	Terry Bergdall	Facilitator
55.	Henry Moore	Facilitator
56.	Karl Nollenberger	Financial Specialist
57.	Mutumba Simpindu	Workshop Co-coordinator
58.	Catherine M. Chapeshamano	Workshop Secretary

## AGENDA

### MONDAY, 8TH APRIL

08:00	TRANSPORTATION TO CONFERENCE SITE	
08:30	INTRODUCTION OF FACILITATORS AND OFFICIALS	TERRY BERGDALL
09:00	WELCOME	M.K. COPE IESC
09:05	COMMENTS	JOY NDWANDWE RUDO/USAID SOUTH AFRICA
09:10	OFFICIAL OPENING	FRED MWENDAPOLE MAYOR CITY OF LIVINGSTONE  DARIUS H. HAKAYOBE PERMANENT SECRETARY SOUTHERN PROVINCE
10:30	COFFEE/TEA BREAK	
11:00	TEAM BUILDING EXERCISE	TERRY BERGDALL HENRY MOORE
13:00	LUNCH	
14:00	LOCAL GOVERNMENT ORGANIZATION AND STRUCTURE	HENRY MOORE TERRY BERGDALL
15:30	COFFEE/TEA BREAK	
16:00	ROLES OF COUNCILLORS ROLE OF STAFF CITIZEN/STAKEHOLDER PARTICIPATION	HENRY MOORE TERRY BERGDALL
17:30	TRANSPORTATION TO HOTEL	

## TUESDAY, 9TH APRIL

08:00	TRANSPORTATION TO CONFERENCE SITE	
08:30	FOLLOW-UP FROM MONDAY SESSION AND AGENDA REVIEW	TERRY BERGDALL
09:00	REVIEW OF COMMUNITY ASSETS AND SERVICE DELIVERY NEEDS	HENRY MOORE TERRY BERGDALL
10:30	COFFEE/TEA BREAK	
11:00	ROLES OF COUNCILLORS ROLE OF STAFF CITIZEN/ STAKEHOLDER PARTICIPATION	TERRY BERGDALL HENRY MOORE
13:00	LUNCH	
14:00	CREATING A SHARED VISION	TERRY BERGDALL HENRY MOORE
15:30	COFFEE/TEA BREAK	
16:00	CREATING A SHARED VISION (CONTINUED)	HENRY MOORE TERRY BERGDALL
17:30	TRANSPORTATION TO HOTEL	

## WEDNESDAY, 10TH APRIL

08:00	TRANSPORTATION TO CONFERENCE SITE	
08:30	WELCOME NEW PARTICIPANTS AND UPDATE ON ACTIVITIES TO DATE	TERRY BERGDALL HENRY MOORE
10:30	COFFEE/TEA BREAK	
11:00	IDENTIFICATION OF KEY OBSTACLES/OPPORTUNITIES	TERRY BERGDALL HENRY MOORE
13:00	LUNCH	
14:00	IDENTIFICATION OF KEY OBSTACLES/OPPORTUNITIES (CONTINUED)	TERRY BERGDALL HENRY MOORE
15:30	COFFEE/TEA BREAK	
16:00	PRELIMINARY IDENTIFICATION OF KEY STRATEGIC DIRECTIONS	TERRY BERGDALL HENRY MOORE
17:30	TRANSPORTATION TO HOTEL	

## THURSDAY, 11th APRIL

08:00	TRANSPORTATION TO CONFERENCE SITE	
08:30	FOLLOW-UP FROM WEDNESDAY SESSION AND AGENDA REVIEW	TERRY BERGDALL
09:00	STRATEGIC DIRECTIONS FOR THE MUNICIPALITY AND MILESTONES	TERRY BERGDALL HENRY MOORE
10:30	COFFEE/TEA BREAK	
11:00	STRATEGIC DIRECTIONS FOR THE MUNICIPALITY AND MILESTONES (CONTINUED)	TERRY BERGDALL HENRY MOORE
13:00	LUNCH	
14:00	ORGANIZATIONAL STRATEGIC DIRECTIONS AND MILESTONES	TERRY BERGDALL HENRY MOORE
15:30	COFFEE/TEA BREAK	
16:00	ORGANIZATIONAL STRATEGIC DIRECTIONS AND MILESTONES (CONTINUED)	TERRY BERGDALL HENRY MOORE
17:30	TRANSPORTATION TO HOTEL	



## FRIDAY, 12th APRIL

08:00	TRANSPORTATION TO CONFERENCE SITE	
08:30	FOLLOW-UP FROM THURSDAY SESSION AND AGENDA REVIEW	TERRY BERGDALL
09:00	DEVELOPMENT OF 6-12 MONTH ACTION PLAN	TERRY BERGDALL HENRY MOORE
10:30	COFFEE/TEA BREAK	
11:00	DEVELOPMENT OF 6-12 MONTH ACTION PLAN (CONTINUED)	TERRY BERGDALL HENRY MOORE
13:00	LUNCH	
14:00	NEXT STEPS	TERRY BERGDALL
15:00	CLOSING COMMENTS	FRED MWENDAPOLE MAYOR CITY OF LIVINGSTONE
15:15	AWARDING OF CERTIFICATES	JOY NDWANDWE RUDO/USAID

## OPENING SPEECH

SPEECH BY THE PERMANENT SECRETARY FOR THE SOUTHERN PROVINCE MR DARIUS HAKAYOBE READ FOR HIM BY THE DEPUTY PERMANENT SECRETARY LT. MWAPE AT THE OFFICIAL OPENING OF THE CONSENSUS BUILDING WORKSHOP TO CREATE A SHARED VISION AND STRATEGIC PLAN FOR THE CITY OF LIVINGSTONE, ZAMBIA ON MONDAY 8<sup>TH</sup> APRIL, 2002 AT WASAWANGE LODGE, LIVINGSTONE.

His worship the Mayor  
Councilors  
Facilitators  
Invited guests  
Ladies and gentlemen

First of all, I wish to apologise for turning up so late. We have a bereavement of a chief in the province, as a result of which, there were issues that I had to attend to. I could not send someone lower to come, as it would have diluted the importance of this workshop.

Before I go to my prepared text, I want to make a few comments. If you look at our cities and towns in the whole country, you would think there has been some juggernaut that has passed through because of the decline that has taken place. This started in 1980 when the Local Government Act No. 15 was passed. This amalgamated central government with local government and that was the start of the collapse of the local councils.

The position of mayor was abolished and replaced with District Governors who did not understand what their roles were. It has been very difficult for us to recover from that change since then and there is need to bring back some sanity to local government administration. Currently, people are like orphans with nobody to look after them. We, therefore, need to create proper liaisons, between ministries and various stakeholder institutions.

Livingstone has always been an important city, not just for the region but for the entire country. It has historically provided industry and tourist business with a profitable environment in which to operate. However, in the recent past, Livingstone has experienced a number of economic and social challenges. For instance, a large number of businesses have closed due to foreign competition.

However, there are also many exciting and important positive developments and changes.

- Until only a few years ago, there existed only a handful of hotels in Livingstone. Today, there are numerous small lodges and guesthouses, and two large international hotels. Complementing this growth, there has been a significant increase in small and medium scale enterprises.
- Livingstone has continued to expand as a tourist destination, and work has started on the Nakatindi road to Katima Mulilo. When complete, this road will enhance the flow of goods and visitors to Livingstone.

To capitalize on these opportunities and to prepare for future possibilities, we meet here today to bring the public and private sectors together to discuss issues identified in every sector of this community. There are several specific issues that have already been identified and which you must discuss during this workshop. These include:

- The increase of the informal sector
  - The benefits of the removal of VAT on accommodation for tourists
  - The strategies to improve infrastructure and boost tourism in Livingstone
  - The benefits and challenges of Livingstone becoming a duty free zone
- 
- The strategies to manage city service, including refuse collection, environmental protection, structural maintenance, welfare and recreation centers, street lighting and signage
  - The cost of tour operating licenses
  - The possibility of twinning Livingstone with cities on either side of the Niagara Falls as suggested by his worship the mayor
  - And the issue of foreign and local investor incentives

Many more issues will arise as you discuss the future of Livingstone during this workshop. Your dedication to this city, your willingness to co-operate and your ability to know that you can make things happen, will help to guide you throughout these discussions.

I am sure that by the end of this event, you will also have the plan in place to ensure that Livingstone will be ready to meet the challenges and opportunities of the road ahead.

This workshop provides us with a unique avenue to discuss lessons learned and our accomplishments.

But most importantly, to look at the future by being proactive and planning strategically for the future of Livingstone, we shall realize Livingstone's full potential as the vibrant tourist, business and industrial hub that it can be, thus providing our citizens with increased opportunities and resources.

May I now take the pleasure and privilege to declare this workshop officially open.

God bless you all

Thank you.

## FUNCTIONS OF A COUNCIL

1. To establish and maintain offices and buildings for the purpose of transacting the business of the council and for public meetings and assemblies.
2. To insure against losses, damages, risks and liabilities, which the council may incur.
3. To maintain law and order and ensure national security and the good administration of the council. General administration
4. To prohibit and control the erection and display of advertisements and advertising devices in, or in view of, streets and other public places. Advertisements
5. To establish and maintain farms and allotment gardens.
6. To take and require the taking of measures for the-
  - (a) storage, market and preservation of agricultural produce;
  - (b) conservation of natural resources, and
  - (c) prevention of soil erosion, including the prohibition and control of cultivation.
7. To take and require the taking of measures for control of grass weeds and wild vegetation and for the suppression and control of plant and insect pests and diseases.
8. To maintain, protect and control local forests and woodlands.
9. To control the keeping and movement of livestock.
10. To establish and maintain ponds.
11. To establish and maintain grazing grounds.
12. To take measures for the destruction and control of bees and of dangerous animals and reptiles.
13. To control the slaughtering of animals the meat of which is intended for human consumption; to control the sale of such meat; and to require the disposal of diseased animals and carcasses and of meat which is unfit for human consumption.
14. To establish and maintain abattoirs, cold storage facilities and plans for the processing of by-products from abattoirs.
15. To control the movement of the carcasses of animals.
16. to establish and maintain roads;
  - (b) to exercise general control, care and maintenance of all public roads, streets, avenues, lanes, sanitary lanes and foot walks forming part thereof, bridges, squares, ferries and water courses and to remove all obstacles there from;
  - (c) to close or divert any public road street or thoroughfare;
  - (d) to close or divert ferries and water courses;
  - (e) to declare a street or road to be a public street or road;
  - (f) to compile and maintain a register of all public streets and roads;
  - (g) to make up to tarmacadamised standard any private street and to charge the statutory leaseholders or occupiers of the land abutting on such streets in proportion to frontage and to recover the costs as a civil debt; and
17. To prohibit and control the erection and laying in, under or over, and the removal from, streets and other public places of-
  - (a) posts, wires, pipes, conduits, cable and other apparatus;
  - (b) temporary platforms, seats and other structures;
  - (b) street decorations.
18. To control traffic and the parking of vehicles and, for that purpose to establish and maintain parking meters and premises for the parking of vehicles.
19. To take measures for the promotion of road safety. Agriculture
20. To prepare and administer schemes for the encouragement of and participation in, community development.
21. To establish and maintain a system of lighting in streets and other public places.

22. To establish and maintain firefighting and prevention services, and to take and require the taking of measures for the protection of life, property and natural resources from damage by fire.
  23. To control persons and premises engaged in or used for the manufacture, preparation, storage, handling, sale or distribution of items of food or drink.
  24. To brew beer.
  25. To establish and maintain premises for the sale, of and to sell there from, items of food and drink (including beer and other intoxicating liquor) for consumption on or off the premises.
  26. To establish and maintain catering services.
  27. To erect, purchase and maintain buildings used as dwellings or clubs and, where it is in the public interest, for use for business or professional purposes.
  28. To erect, purchase and maintain buildings and facilities and encourage the erection of dwellings needed for the accommodation of persons residing within the area of the council
  29. To prohibit and control the development and use of land and buildings and the erection of buildings, in the interests of public health, public safety, and the proper and orderly development of the area of the council.
  30. To control the demolition and removal of building and to require the altering demolition and removal of buildings which-
    - (a) do not conform to plans and specifications in respect thereof approved by the council; and or
    - (b) are a danger to public health or public safety.
  31. (1) require the statutory leaseholder or occupier of land to do any of the following acts-
    - (a) to remove, lower or trim to the satisfaction of the council any tree shrub or hedge over-hanging or interfering with traffic in any street or with any wires, or with works of the council.
    - (b) to remove any dilapidated fence or structure abutting on any public street or place.
    - (c) to paint, distemper, whitewash or colourwash the outside walls or roof of any building forming part of the premises;
    - (d) to tidy the premises; and
    - (e) to remove from the premises any unsightly debris, including derelict vehicles.
  - (2) To provide space no which debris and derelict vehicles may be deposited.
  - (3) To prohibit, control and require the fencing of land to control the use of barbed wire and other dangerous materials for fencing.
  - (4) In the event of the statutory leaseholder or occupier failing to comply with a notice from the council requiring him to perform any of the acts specified in sub-paragraph (1), to undertake the work and charge the statutory leaseholder or occupier with the cost thereof.
  32. To assign names to localities and numbers to premises and to require the number assigned to any premises to be displayed thereon.
  33. To establish and maintain parks, zoos, gardens, pleasure grounds, camping grounds, caravan sites and open spaces.
  34. To plant, trim and remove trees, shrubs and plants in streets and other public places; and to prohibit and control the planting, camping, destruction and removal of trees, shrubs, and plants in streets and other public places.
  35. To establish and maintain swimming baths and bathing places.
  36. To establish and maintain art galleries, libraries, museum and film services.
  37. To establish and maintain social and recreational facilities and public entertainments.
  38. To establish and maintain a public transport service.
  39. To establish and maintain colleges, schools and day nurseries. Education
  40. To establish and maintain environmental health services.
- (As amended by Act No. 22 of 1995)Public Health

41. To establish and maintain cremeteries, crematoria and mortuaries and otherwise to provide for and control the burial of the dead, and destitute persons who die in the area of the council.
42. To control the manufacture, storage, sale and use of petroleum, fireworks, gas and other combustible or dangerous substances; and to establish and maintain magazines and other facilities for the storage thereof.
43. To take and require the taking of measures for the preservation and improvement of public health and the prevention and abatement of nuisances including measures for the extermination of mosquitoes and other insects rats, mice and other vermin.
44. To control persons, premises and land engaged in or used for the holding of any fair, circus, fete or other entertainment, recreation or assembly to which the public are entitled or permitted to have access, whether on payment or otherwise.
45. To prohibit or control the collection of money from door to door and in streets and other public places.
46. To preserve public decency.
47. To prevent damage and trespass to property, whether public or private.
48. To establish and maintain public information services; and to advertise and give publicity to the advantages and amenities of the area of the council. Public Order
49. To provide for and maintain-
  - (a) the enumeration and registration of persons or property for any purpose connected with the administration of the area of the council;
  - (b) the registration of births, marriages and deaths;
  - (c) the registration of clubs; and
  - (d) the registration of such transactions in connections with land charges as may be prescribed in any written law relating to land charges.
50. To establish and maintain sanitary convenience and ablution facilities, and to require, whenever necessary, the establishment and maintenance of such facilities.
51. To establish and maintain sanitary services for the removal and destruction of, or otherwise dealing with, all kinds of refuse and effluent, and compel the use of such services.
52. To establish and maintain drains, sewers and works for the disposal of sewerage and refuse.
53. To take and require the taking of measures for the drainage of water.
54. To require and control the provision of drains and sewers and to compel the connection of any drains and sewers established by the council.
55. To prohibit and control the carrying on of offensive, unhealthy or dangerous trade.
56. To establish and maintain weighing machines.
57. To sell products and by-products resulting from the carrying on of any of the undertakings or services of the council.
58. To establish and maintain the business of-
  - (a) manufacture;
  - (b) wholesale; and
  - (c) retailer.
59. To undertake mining operations.
60. To provide and maintain supplies of water and, for that purpose, to establish and maintain waterworks and water mains.
61. To take and require the taking of measures for the conservation and the prevention of the pollution of supplies of water.
62. With the consent of the Directors of Postal and Telecommunication Services, and subject to such conditions as they may impose, to establish and maintain postal services.
63. To establish and maintain twin-town contacts. Sanitation and drainage

## RECENT HISTORY

MAJOR EVENTS: 1970's		
GLOBAL	ZAMBIA	LIVINGSTONE
<ul style="list-style-type: none"> <li>▪ Vietnam war</li> <li>▪ Environmental issue came to the fore</li> <li>▪ Independence for African countries</li> <li>▪ World oil crises</li> <li>▪ Change in planning approach</li> <li>▪ War in Zimbabwe</li> <li>▪ Cold war</li> <li>▪ Israel attacked six Arab countries</li> <li>▪ Economic recession.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Nationalization of industries</li> <li>▪ Introduction of one Party state</li> <li>▪ Economic boom</li> <li>▪ Construction of TAZARA</li> <li>▪ Declaration of UDI in Rhodesia</li> <li>▪ Setting up of para-statal</li> <li>▪ Economic reforms</li> <li>▪ Employment of Party cadres</li> <li>▪ Non aligned summit held in Zambia</li> <li>▪ Good economy</li> <li>▪ Introduction of district governors</li> </ul>	<ul style="list-style-type: none"> <li>▪ Light industrial boom</li> <li>▪ Good local service delivery</li> <li>▪ Good road network</li> <li>▪ Oil shortage</li> <li>▪ Construction of Musi-O-Tunya hotel</li> <li>▪ Reduced GRZ funding to Councils</li> <li>▪ Construction of Dambwa north township</li> <li>▪ Good schools</li> <li>▪ Good hospital</li> </ul>

MAJOR EVENTS: 1980's		
GLOBAL	ZAMBIA	LIVINGSTONE
<ul style="list-style-type: none"> <li>▪ Iraq attacked western allies</li> <li>▪ Falklands crisis</li> <li>▪ Fuel prices shot up</li> <li>▪ Global economic recession</li> <li>▪ Trade with South Africa resumed</li> <li>▪ Advent of AIDS</li> <li>▪ Independence of Zimbabwe/Namibia</li> <li>▪ Fall of copper prices</li> <li>▪ End of cold war – breakup of Soviet Union</li> <li>▪ War in South Africa</li> </ul>	<ul style="list-style-type: none"> <li>▪ Negative effects of reforms manifested</li> <li>▪ Nationalization of industries</li> <li>▪ Decentralization</li> <li>▪ Economic decline</li> <li>▪ Opposition to one party state</li> <li>▪ Shortages of essential commodities</li> <li>▪ Growth from own resources</li> <li>▪ Attempted coups</li> <li>▪ Start of economic collapse</li> </ul>	<ul style="list-style-type: none"> <li>▪ Collapse of local government service</li> <li>▪ Decline of industrial boom</li> <li>▪ Shortages of essential commodities</li> <li>▪ Commissioning of railway museum</li> <li>▪ Extension of mortuary</li> <li>▪ Poor work attitude by workers</li> </ul>
MAJOR EVENTS: 1990'S		
GLOBAL	ZAMBIA	LIVINGSTONE
<ul style="list-style-type: none"> <li>▪ Collapse of copper prices</li> <li>▪ End of apartheid and Mandela released from prison</li> </ul>	<ul style="list-style-type: none"> <li>▪ Free trade</li> <li>▪ Introduction of plural politics</li> </ul>	<ul style="list-style-type: none"> <li>▪ Closure of most manufacturing companies</li> <li>▪ Backlog of salaries/wages</li> </ul>

<ul style="list-style-type: none"> <li>▪ Break up of Soviet Union</li> <li>▪ Slump in world economy</li> <li>▪ End of cold war</li> <li>▪ Computers and internet</li> <li>▪ South Africa became independent</li> <li>▪ Operation Desert storm</li> <li>▪ Birth of multi-partyism</li> <li>▪ Famine in Ethiopia/Somalia</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coups (treason trials)</li> <li>▪ Death of national team players</li> <li>▪ Post privatization programme</li> <li>▪ Closure of national airline</li> <li>▪ Privatization of industries</li> <li>▪ Sale of Government and council houses</li> <li>▪ Wider gap between rich and poor</li> <li>▪ Introduction of multi-party politics</li> <li>▪ First military coup announced on radio</li> <li>▪ High inflation rate</li> <li>▪ Closure of state owned industries</li> <li>▪ Introduction of office of AD</li> <li>▪ Rise in corruption</li> <li>▪ Drought</li> <li>▪ Increase in crime</li> </ul>	<ul style="list-style-type: none"> <li>▪ arrears</li> <li>▪ Poor road network</li> <li>▪ Birth of Southern Water &amp; Sewerage</li> <li>▪ Ritual murders and riots</li> <li>▪ Tourism development</li> <li>▪ Decline in delivery of services</li> <li>▪ Sale of Council assets</li> <li>▪ Bankruptcy of Councils</li> <li>▪ Street vending/street kids</li> <li>▪ Amendment of Local Government Act</li> <li>▪ Introduction of user fees for schools and hospitals</li> <li>▪ Closure of cultural village</li> <li>▪ Traditional ceremonies introduced</li> <li>▪ Cross border trading</li> <li>▪ Retrenchment of workers</li> <li>▪ Introduction of mobile cell phones</li> <li>▪ Decline of revenue base for the Council.</li> <li>▪ Demolition of Musi-O-Tunya hotel</li> <li>▪ Livingstone conferred with city status</li> </ul>
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MAJOR EVENTS: 2000's		
GLOBAL	ZAMBIA	LIVINGSTONE
<ul style="list-style-type: none"> <li>▪ World trade center bombed</li> <li>▪ Palestine/Israel war</li> <li>▪ Terrorism</li> <li>▪ Republicans took over office in USA</li> <li>▪ Death of Savimbi</li> <li>▪ Globalization – removal of trade barriers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Drought</li> <li>▪ First tripartite elections held in Zambia</li> <li>▪ Hunting ban effected</li> <li>▪ Decline in GDP</li> </ul>	<ul style="list-style-type: none"> <li>▪ HIPC (High indebted poor Councils)</li> <li>▪ Loss of revenue</li> <li>▪ Mukuni Park vs. Stocks &amp; Stocks</li> <li>▪ Increase in rates</li> <li>▪ Service charge industrial unrest at Sun Hotel</li> <li>▪ MP to be accommodated</li> <li>▪ UPND majority in Council</li> <li>▪ World Bank seed project</li> </ul>

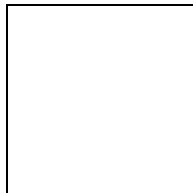
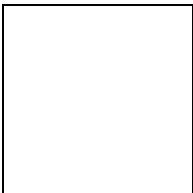


CREATING A SHARED COMMUNITY VISION AND  
STRATEGIC BUSINESS PLAN FOR THE CITY OF  
LIVINGSTONE

A PUBLIC/PRIVATE PARTNERSHIP

ELECTED OFFICIALS  
EXECUTIVE MANAGEMENT TEAM  
RESIDENT DEVELOPMENT COMMITTEE  
ZAMBIA CHAMBERS OF COMMERCE  
AND INDUSTRY

APRIL 8 - 12, 2002  
THE ZAMBEZI SUN HOTEL  
LIVINGSTONE, ZAMBIA



## ***A CAPITAL IMPROVEMENT PLAN FOR LIVINGSTONE, ZAMBIA***

### ***INTRODUCTION***

A Strategic Planning workshop was held in Livingstone, Zambia on April 8-12, 2002. In the week following the workshop, a Capital Improvement Plan (CIP) was created to develop the city's long-term planning capabilities.

The CIP is an expression of a local government's planned outlays for long-term public projects, and explains how the community plans to finance infrastructure projects such as roads, bridges, public buildings, utility systems, and recreational and cultural facilities. While the operating budget is subject to regular scrutiny, a Capital Improvement Plan budget is often overlooked. Yet, a well thought out Capital Improvement Plan can be crucial to a community's long-term financial and economic development.

In order to develop an effective CIP, the City Government analyzed the current financial status to ascertain the financial direction of the city and its ability to internally finance a capital program. In short, it became apparent that the City of Livingstone is in a financial crisis that must be addressed by the City Council in conjunction with the national government.

### ***THE CITY OF LIVINGSTONE***

The City operates on an accrual basis of accounting using two funds. The major operating fund is the District Fund. The total budget in the 2002 calendar year is 6,164,327,770 Kwacha (current exchange rate of 4065 Kwacha to the US Dollar). This is an increase in budget from 4,363,590,000 Kwacha in 2001. The approximate 1,800,000,000 budget increase was possible due to major increases in revenues from the water company franchise (800,000,000) and local taxes (498,414,770). The remaining budget increase is financed by an increase in other receipts, though the exact source remains unclear.

A second fund—a District Fund Capital budget estimated at an additional 5,216,800,000 Kwacha is also shown in the budget but is not included in the core District Fund. No revenue is shown for these capital expenditures separate from the above noted revenues. The capital budget increased from 731,000,000 Kwacha in 2001 to the 5.2 billion-Kwacha estimates for 2002 mainly due to an increase in the roads program from 500,000,000 to 5,000,000,000.

The Director of Finance presented a memorandum during the workshop that described the issues found within the Finance Department. In the memorandum, he noted, "the list of outstanding creditors is in excess of K6 billion". The auditing firm of Grant Thornton prepared a financial report for the period ending in December 31, 2000. The report states that

*Because of the possible effect of the limitation in evidence available to us, we are unable to form an opinion as to whether the financial statements given are a true and fair view of the state of the Council's affairs at 31 December 2000...*

The financial information contained in the statements reflects a deficit for the year 2001 of 2,489,806,000 Kwacha and a deficit in capital and reserves at year-end of 6,457,604,000. Since the City is on an accrual accounting system, this includes the fixed assets of 1,290,095,000. A more useful measurement of financial condition would be the working capital of the City (current assets minus current liabilities). The current assets were 2,723,256,000 and the current liabilities were 10,470,955,000 for a net working capital of negative 7,747,699,000 Kwacha. This accumulated deficit at the end of 2000 exceeded both the 2001 budget of 4.3 billion Kwacha and the 2002 budget of 6.7 billion Kwacha. A significant portion of this deficit is owed for personal services, salaries, wages, retirees, and retrenches (lay-offs)<sup>1</sup>. Chronic delays in compensating employees on a timely basis undermine the morale and productivity of the work force.

A more in-depth analysis and financial plan beyond the scope of this effort are required for the City to regain solvency. With this background, we turn our attention to the CIP. Typically, the CIP is an expression of capital improvement needs (expenses) coupled with the financing stream (revenues) to effectuate them. This is not the case in Livingstone, where the CIP is an expression of need for capital improvements, but no revenues have been identified to fund the needs. As an alternative, and using the Strategic Plan as a starting point, the CIP will accumulate a list of capital worthy of funding over the next five years. It will also include other capital improvement needs identified by the management staff for core businesses of the City, but not addressed in the Strategic Planning Workshop. The document will serve as the base documentation for lobbying directed to the National government and other potential donors, with the intent to make Livingstone a viable modern community.

The Capital Improvement Plan provides the reader with a complete description of the purpose of a CIP as well as the outline of the completed financial elements of the plan. The first section after the Introduction covers the nature of a CIP as follows:

- Why a Capital Improvement Plan
- Proposed Principles of the Capital Improvement Plan
- Proposed Programmatic Policies for the Capital Improvement Plan
- The Role of the Department of Finance
- The Proposed Capital Improvement Plan Development Process
  - Participants in the Development Process
  - Approval Process for Proposed Capital projects

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<sup>1</sup> All government employees are guaranteed a pension benefit. Retirement is required at twenty-two years of service. If an employee is laid-off prior to that time, the City is required to bear the costs of the retirement through a severance arrangement. The cost of lay-offs is so great that the benefits of the retrenchment are reduced significantly. Thus, the savings anticipated through job layoffs are not recognized due to the liability for severance/pension benefits.

It was suggested that the City create a review team consisting of the Town Clerk, the Director of Finance, the Planning Director and the Director of Engineering to review suggested projects, determine their worthiness, and make recommendations to the Mayor and City Council. The outline for the completed CIP plan is contained in the last section of the document. A summary of the CIP was put together based on the milestones established in the Strategic Plan adopted by the City Council on April 22, 2002. It is expected that the process under way by the management team will make additions to that summary. In addition, detailed capital project worksheets are being prepared for the above noted projects as well as other initiatives from the departments covering the core businesses of the City.

The draft Capital Improvement Plan document was prepared after the completion of the Strategic Planning Workshop. It was delivered to the Town Clerk and Director of Finance on Monday, April 15, 2002 with copies also to the Mayor. On Tuesday, a meeting was held with the Town Clerk, the Director of Finance, the Assistant Director of Finance, the Director of Engineering, the Director of Special Duties, and the City Planner. The document was reviewed in detail. Numerous questions were answered on the purpose of the process as well as the details in the document. The Town Clerk indicated that the process and document seemed very clear to him. One issue to be addressed is the role of the Advisory Council to the City Council. Livingstone has an appointed Advisory Council that provided input to the City Council on policy issues. The Town Clerk and Financial Consultant (if possible) will consult with the Mayor on this issue. Follow up discussions were undertaken with the Director of Finance on Wednesday and Thursday to further refine the document.

A memorandum was prepared from the Town Clerk and the Director of Finance to the department heads of the City to initiate the submittal process for capital improvement projects. The management team is working to establish reviewing the cost parameters for projects that may be recommended. Thus, the preparation of the Capital Improvement Plan is under way at this time. The completion of the CIP will require the City management staff to take ownership of the project to bring it to completion. Contact will be maintained by email with the Director of Finance to encourage him in his role as the secretariat to this process.

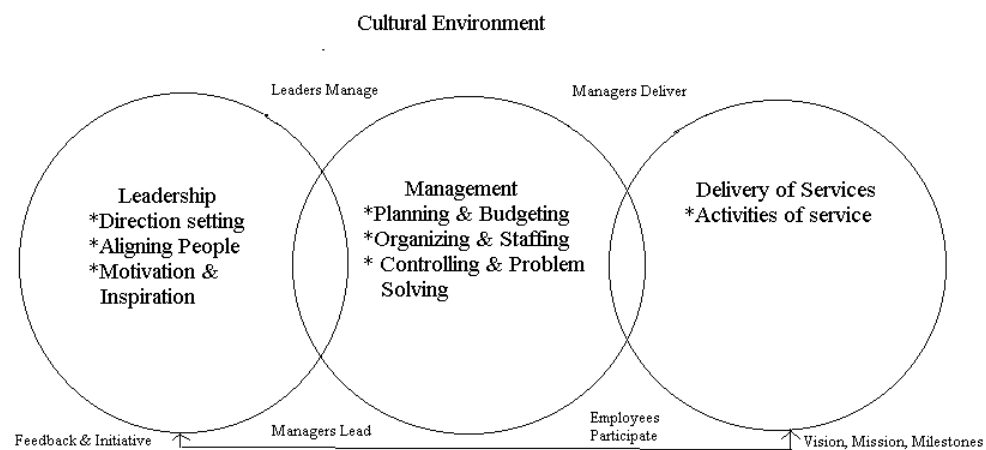
### ***CONCLUSION***

The Strategic Planning process for the Livingstone City Council clearly invigorated the leadership of the community including the Mayor, the City Councilors, the Advisory Council, and the heads of the non-governmental organizations in the community. With this level of quality leadership, the City has a good base to work from in the future. The absence of a permanent Town Clerk will impede the efforts to fulfill the vision and mission of the City. It is important to get this critical member of the team in place to help in the development and implementation of the management activities. The role of the Town Clerk in leading the management team and implementing the directives of the Council is critical. The change in the status of the Town Clerk from a national government appointment to a City Council appointment three years ago has impacted the

inter-relationships of the leadership and management of the City, and can make for a more responsive local government administration. This complementary relationship needs to be developed in the future by both parties. Should the administrative and elected officials truly develop a working relationship, the challenges facing the city will be manageable.

### ***RECOMMENDATIONS FOR THE CITY OF LIVINGSTONE, ZAMBIA***

The Livingstone City Council in coordination with the Livingstone Advisory Council and participating stakeholders created a Strategic Plan and vision during the Consensus Building Workshop. The City Council is preparing to implement the vision, mission and milestones proposed during the workshop. The effective implementation of the Strategic Plan requires that the management develop implementation strategies. An effective city government requires the leadership of the City Council, top administrators, and management. The leadership and the management of the City are interdependent as can be seen from the following model.



The city's continued development must be achieved largely through the management function.

For this reason, it is imperative that the City develops a management-training program for staff at the upper and middle management positions. Some specific objectives that should be addressed are as follows:

1. With the appointment of a new Town Clerk, who will be directly appointed by and responsible to the City Council (previous Town Clerks were appointed by the national government), a program should be created that develops and strengthens the relationship between the Mayor, City Council, and Town Clerk as well as the department heads. It is important that the different positions understand the different roles played by all parties.

2. Training programs for middle management personnel must assist them in their roles but also involve them in the process of bringing the Strategic Plan to fruition. These employees must feel that they are part of the vision.
3. Technical training must be made available to all employees, especially those staff members in the area of information technology. The IT capacities of the City need to be expanded and made available throughout the organization. The increase in productivity will offset the costs of this effort in a short duration.

The effective implementation of the Strategic Plan requires the training efforts that are addressed above. Without these efforts, the City will not be able to implement the strategic plan or foster economic or professional development.



# **City of Livingstone's 2002-2007 Five-Year Capital Improvement Plan**

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- V. The Proposed Capital Improvement Plan Development Process
  - a. Participants in the Development Process
  - b. Approval Process for Proposed Capital Projects

### **C. Summary of FY 2002 – 2007 Capital Improvement Plan**

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  - b. Improved Service Delivery
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## Introduction

A Capital Improvement Plan itemizes a local government's planned outlays for long-term public projects, and explains how the community plans to finance projects such as roads and bridges, public buildings, utility systems, and recreational and cultural facilities. Although the current or operating budget is subject to regular scrutiny, the Capital Improvement Plan budget is often overlooked – yet, a well thought-out Capital Improvement Plan budget could be crucial to a community's long-term financial and economic health.

The primary focus of the City of Livingstone's Fiscal Year 2002 – 2007 Capital Improvement Plan (CIP) is to re-establish a formal plan and structure it to be affordable and manageable. The CIP attempts to connect resources to results and achieve stability with regard to service delivery. This CIP further attempts to match assets and liabilities, achieve planning consistency and evaluates proposed projects on the basis of their intended outcomes and potential positive spillovers or externalities.

In this regard, we believe that the Fiscal Year 2002 – 2007 CIP is proactive. Its primary emphasis is on planning, project implementation and operational efficiency. More emphasis is placed on the planning to develop replacement schedules for capital investments, preparing accurate operating or current budget cost estimates for building maintenance, and identifying and compiling future infrastructure needs.

As we move forward into the new millennium, the City of Livingstone's Capital Improvement Plan is shaped to meet two critical challenges:

1. Much of Livingstone's physical assets has deteriorated and must be rehabilitated or reconstructed on an accelerated schedule. Enduring physical assets such as streets, municipal buildings and bridges were built at tremendous cost, and their decline – as a result of deferred maintenance – has had a far-reaching negative effect on business activity, property values, service delivery and regional competitiveness. As new long-term capital improvements to Livingstone's physical assets are proposed and considered, they must be carefully planned and prioritised, and supplemented with sound, on-going maintenance programmes.
2. The capacity to source financing for projects; and to implement projects on time, successfully and within budget, are considerable barriers to accelerated project implementation. Obstacles to timely project completion will have to be evaluated and measures and strategies employed to resolve these issues.

Finally, the City of Livingstone's CIP incorporates projects that advance strategic goals and objectives set out in the City's Strategic Plan.

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# **The Capital Improvement Plan**

## **Why a Capital Improvement Plan?**

The City of Livingstone's Capital Improvement Plan (CIP) comprises the finance, acquisition, development and implementation of permanent improvement projects for the city's fixed assets. Such assets generally have a useful life of at least three years. The CIP document is a comprehensive, annually updated, five-year plan for the development, modernisation or replacement of city-owned facilities and infrastructure. The CIP consists of the authorised budget for the upcoming fiscal year, for each project, and projected funding and expenditure plans for the following four years. In most instances, the major portion of the capital budget authority goes toward improvements associated with streets, bridges, government facilities and recreational projects.

The CIP worksheets developed for each proposed capital project are an important planning and management resource. Each analyzes the relationship of projects in the capital budget to other developments in the city. Each also describes the programmatic goals of the various departments and how these goals impact upon the need for new, rehabilitated or modernised facilities. Finally, each worksheet also details the financial requirements of all the city's capital expenditures.

The CIP is flexible in that it allows project expenditure plans to be amended from one year to the next in order to reflect actual expenditures and revised expenditure plans. The CIP is updated each year by adding a planning year, and reflecting any necessary changes in project expenditure schedules, proposed projects and citywide priorities.

The CIP should also be used as the basis for formulating the annual capital budget. The Council will then adopt the budget as part of the city's overall five year CIP. Once the Council adopts the CIP, it is assumed that the financing mechanisms and strategies will then be developed and adopted. However, if for example, the central government accepts to finance a capital project that will take five years to implement, on an annual basis, a capital budget will be prepared and adopted that will reflect what is expected to be accomplished in that given year. This methodology will allow for greater accountability and will also encourage implementing departments to remain on schedule with the implementation of capital projects. The remaining four years of the CIP, called the 'out years,' show the official plan for making improvements in city owned assets in future years.

The primary funding source for capital projects is the central government and to some extent, donor funding. As such, the City of Livingstone should consider providing some focus to the development of a focused "lobbying strategy." It is envisioned that a team made up of reputable and respected local personalities would be assembled and be responsible for the execution of this lobbying strategy. The Director of Finance would

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serve as the secretariat for the team and would be responsible for identifying potential sources of funding that the lobbying team would then pursue. The lobbying strategy would have to be multi-pronged in order to achieve greater focus and thereby the possibility of greater success. For example, a different bid would be prepared for the central Departments of Engineering, Special Duties, Public Health and Planning. In each case, specific requests would be made to each department describing specific projects – their intended outcomes and benefits, and clearly outlining why it would be in the interest of the central government to support the implementation of the said projects. A similar strategy would also be developed for donor agencies that have in the past supported the financing and implementation of capital projects.

One strong argument in favour of grants-in-aid from the central government to support CIPs is that these grants compensate a community for undertaking projects that benefit other communities.

## **Proposed Principals of the Capital Improvement Plan**

Several budgetary and programmatic principals are invested in the development of the CIP. It is expected that the CIP will ensure that the principals are upheld and followed. Some of the important principals include:

- ❖ To support the physical development objectives of Livingstone – particularly those incorporated in the strategic plan;
- ❖ To ensure that public improvements can be maximised such that they provide location opportunities to accommodate and attract private sector development;
- ❖ To improve financial planning by comparing needs with resources, and estimating future funding requirements and thereby identify future current or operating budget and tax rate implications;
- ❖ To identify the impact of the CIP on future operating budgets, in terms of energy use, maintenance costs and staffing requirements among others;
- ❖ To establish priorities among projects so that limited resources are used to the best advantage;
- ❖ To provide a central and concise source of information on all planned rehabilitation of public facilities and assets for the use of citizens, departments and other stakeholders;
- ❖ To provide a basis for effective public participation in decisions related to public facilities and other physical improvements.

## **Proposed Programmatic Policies for the Capital Improvement Plan**

The overall goal of the CIP is to preserve and improve Livingstone's capital infrastructure. Pursuant to this goal, projects included in the CIP are expected to support the following programmatic policies:

- ❖ Provide for the health, safety and welfare of residents;

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- ❖ Provide and continually improve public educational facilities;
  - ❖ Provide adequate improvement of public facilities;
  - ❖ Provide and continually improve the city's public transportation system;
  - ❖ Minimize the per capita debt of the residents of Livingstone – associated with the implementation of the CIP;
  - ❖ Support Livingstone's economic and revitalisation efforts generally – and in targeted communities;
  - ❖ Provide infrastructure and other public improvements that retain and expand business and industry;
  - ❖ Increase employment opportunities for Livingstone's residents;
  - ❖ Promote mutual regional cooperation on area-wide issues such as regional planning, job creation and housing;
  - ❖ Provide and continually improve public housing.

## **The Role of the Department of Finance**

The Department of Finance, under the leadership and guidance of the Director of Finance, will serve as the coordinating department, providing central oversight, direction and coordination of Livingstone's CIP, including all financing, planning, budgeting and monitoring activities. The department will also establish and identify, for each capital project; the implementation status, the estimated period of usefulness, and the total cost of each capital project. It is expected that the department will solicit and enlist the support of other departments in the execution of these responsibilities. Such departments would include the Engineering and Planning Departments, among others. Finally the Department of Finance would also have the following responsibilities:

- ❖ Prepare an analysis of the CIP in relation to other programs, proposals and other government initiatives that in one way or another affect the city's physical assets;
- ❖ Prepare an analysis and explanation for project cost overruns of greater than five percent;
- ❖ Identify and project the years and amounts in which financing is sought for each capital project.

## **The Proposed Capital Improvement Plan Development Process**

As stated earlier, the Department of Finance has the annual responsibility of formulating Livingstone's Five-Year Capital Improvement Plan. However, each city department is responsible for the initial preparation and presentation of their respective proposals and plans. In the CIP, proposed projects should compliment the planning of other city departments and must constitute a coordinated, long-term programme to improve and effectively use the city's capital facilities and infrastructure.

## **Participants in the Development Process**

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The development and implementation of the CIP is a coordinated effort between the city's programmatic, executive and legislative bodies.

### *The User Departments*

CIP expenditure plans and capital budget requests are developed at the departmental level. User departments must conduct and/or review their department's strategic plan, replacement schedules, condition assessment, construction costs and time schedules. Departments then submit their proposed project requests and analysis to the Department of Finance for review. Before submission of projects, departments are to perform a thorough analysis and consider fundamental questions including:

- ❖ How does the proposed project (or set of projects) promote the goals and objectives of the department?
- ❖ How does the proposed project (or set of projects) relate to and support the city's strategic plan?
- ❖ What health and safety issues are addressed?
- ❖ What type of service will this project provide residents?
- ❖ How has the department determined that there is a need for this service or project?
- ❖ What are the specific intended benefits and outcomes of each proposed project?
- ❖ What, if any, are the anticipated positive (and negative) spillover effects of the proposed project?

Additionally, user departments are also responsible for:

- ❖ Monitoring the condition of a capital facility and the supporting infrastructure
- ❖ Understanding the CIP requirements and performing within those requirements to maintain the condition of physical assets
- ❖ Appointing a Capital Liaison Officer who is responsible for developing the department's capital plan, prepare the budget request and modify financing proposals throughout the year

### *The Implementing Departments*

The implementing departments are responsible for the execution of projects. They manage actual construction and installation of a capital facility or related infrastructure. This task includes the appointment of a Capital Financial Officer who monitors the progress of the capital projects and ensures the following:

- ❖ That the original intent of the project is fulfilled
- ❖ The highest priority projects established by the user departments are implemented first
- ❖ Financing is secured and scheduled for required expenditures

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### The Department of Finance

The Department of Finance is responsible for issuing the “budget call” to city departments. The department provides technical direction to user departments for preparing expenditure plans, project justifications, priority ranking factors, operating (or current) budget impacts, cost estimates, milestone data and performance measures. The budget call allows for updates to ongoing projects and requests for additional financing, and budget authority for new projects. The Department of Finance also coordinates project evaluation to determine departmental needs through careful analysis of budget requests and the review of currently available and future financing requirements.

### The Capital Projects Review Team

It is recommended that a Capital Projects Review Team (CPRT) be established. The Director of Finance would chair the CPRT given the central role that is played by the department. The CPRT would also include the Directors of the Engineering and Planning Departments, as well as the Town Clerk. The CPRT would evaluate departmental requests using criteria developed by the Department of Finance. These criteria would include the following:

- ❖ Each proposed capital project should comprise or consider: Finance, Acquisition, Development, and Implementation of permanent improvement projects to the city’s existing or new fixed assets;
- ❖ Each proposed capital project should have a useful life exceeding 3 years;
- ❖ Each proposed capital project should cost more than K\_\_\_\_\_ -- expended over a period of time and resulting in a fixed asset of value;
- ❖ Each proposed capital project should support an overall development plan that includes housing opportunities, education, job creation etc;
- ❖ Each proposed capital project should maximise its impact to the community by creating opportunities for local business development and local employment.

### The Mayor

The recommendations of the CPRT are submitted to the Mayor for review, approval and transmission to the full Council.

### The Council

The Council is responsible for approving and adopting the overall CIP and for providing overall oversight for the execution of the CIP.

## **The Approval Process for Proposed Capital Projects**

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The CIP is developed in the four-step process described as follows:

*Step One: Budget Call*

On an annual basis, city departments are requested to provide the Department of Finance with updated information regarding increases or decreases in funding or planned expenditures for ongoing projects as well as requests for new projects. The instructions sent to the departments call for departments to provide detailed information on a project's expenditure requirements, physical attributes of the capital project (new or ongoing), implementation timeframe, feasibility, and community impact. In addition, departments provide project milestones, estimated costs, expenditure plans, operating budget impacts and a prioritised list of proposed capital projects. The department requests are disseminated to all members of the Capital Projects Review Team.

*Step Two: Department Presentations*

Each department is expected to present a briefing to the CPRT on their ongoing projects and new project requests. The purpose of these presentations is to provide members of the CPRT with in-depth information about a project's scope and projected cost. It also provides the CPRT an opportunity to ask questions to determine each project's unique qualifications. It is expected that departments will be granted the opportunity to re-submit their requests with updated information.

*Step Three: Analysis*

Projects submitted in Step One undergo a thorough analysis to determine whether departmental requests merit inclusion in the city's CIP. Project review criteria and considerations were outlined earlier. Moreover, this analysis is conducted by the CPRT and additionally examines the following three issues:

1. Project Justification: Each project request is evaluated by the CPRT to determine its relationship to the department's overall mission; whether the project is duplicative of another department's ongoing project; whether the project is concurrent with the city's strategic plan; and whether the planned expenditure is an operating rather than capital expenditure.
2. Cost Analysis: An important factor in the evaluation of a project request is the overall cost that it will incur. Cost estimates are developed in conjunction with the implementing departments to validate the project cost estimates in department submissions. Furthermore, future operating costs are estimated in order to provide information regarding out-year liabilities once the project has been implemented.
3. Financing Analysis: The Department of Finance should seek to finance ongoing capital projects in a manner in which:

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- a. Financing is sought for the entire CIP
  - b. The city receives the lowest cost of funding available
  - c. The useful life of capital projects matches and does not exceed the maturity of the liability incurred to finance the project

Additionally, there are a number of trends and economic factors that should be considered before projects are considered for approval. These include:

- ❖ Inflation
- ❖ Population Growth or Decline
- ❖ Demographic Changes
- ❖ Implementation Readiness and Rates

#### *Step Four: Approval*

After reviewing all capital project requests with regard to scope, projected costs and financing alternatives, the CPRT evaluates the projects on the basis of their physical attributes, implementation feasibility, and physical and economic impact to the community. The CPRT then formulates a recommendation in the form of a CIP. The proposed CIP is then submitted to the Mayor and Council for approval.



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## Summary of FY 2002 – 2007 Capital Improvement Plan

All capital projects are actually the sum total of a series of phases necessary to accomplish the overall project. Each project in the CIP is developed and budgeted for against five cost elements or phases – however, in some instances, projects only need funding in particular phases. The phases or cost elements are defined as follows:

- A. Design: Includes all work completed to define the scope and content of the project. Architects and engineers and other consultants employed to analyse the planning of a project would be funded during this phase. Costs associated with solicitations and proposals or tenders also fall within this phase.
- B. Site: Site acquisition covers all costs associated with site preparation expenses, legal work, or probable demolition and hauling expenses. Site appraisal and survey would also be included in this phase.
- C. Project Management: All departmental management and support costs from design to construction are paid through this phase. Activities in this phase include any work of the project manager and other staff – internal or contracted specifically for the project.
- D. Construction: This phase includes any construction work done by contractors or internal departments with the capacity – such as the Engineering Department.
- E. Equipment: This phase funds the purchase of specialised equipment. This equipment falls into two categories. One category is desktop computers, copiers, printers and similar office equipment for the use of city staff; and the second includes equipment that has to be permanently connected to the physical asset and is designed to be an integral part of a facility or asset. Examples of such equipment would include: lifts, boilers or geysers, generators, and heating and cooling systems.

## Proposed Capital Project (Sub-Project) Summary

Project	Sub-Project	Implementing Department	Total Estimated Cost
<b>A. Infrastructure Upgrade and Enhancement</b>	1. Roadway Resurfacing		
	2. Roadway Drainage Improvements		
	3. Road Equipment Acquisition		
	4. Clearing of Potholes		
	5. Rehabilitation of Dust Roads		
	6. New Street Lighting and Robots		
	7. Multipurpose Vehicles Acquisition		
	8. Foot Path Improvements		
	9. Signage Improvements		
<b>B. Improved Service Delivery</b>	1. Extension of Runway		
	2. Establish a Dump Site		
	3. Establish a Recycling Plant		
	4. Equipment for Garbage Collection		
	5. Computerization Technology		
	6. Office Equipment Modernization		
<b>C. Recreation and Cultural Amenities</b>	1. Park Improvements		
	2. Sports grounds		

## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.1	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Roadway Reconstruction	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.2	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Roadway Resurfacing	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:		Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:		Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Roadside Improvement	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A.	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.4	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Gravel Road and Drainage Upgrade	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A.	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.5	Project Name:	Infrastructure Upgrade and Enhancement Bridge	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Rehabilitation and Replacement	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A.	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.6	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	New Street Lighting	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

The scope of this sub-project seeks to improve Livingstone's overall transportation electrical system. This will include, but is not limited to, surveying, inventory, and testing all electrical components; purchase and installing replacement components; upgrading and converting circuit lighting; calibrating all replacement equipment; upgrade lighting systems in tunnels overhead sign lighting, installation of utility poles; upgrading obsolete navigational lights on bridges and upgrading obsolete electrical systems of the streetlighting system. The feasibility of using solar powered street lighting will also be investigated. This project has public safety, public health and economic development implications.



## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.7	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Street Lighting Repairs and Replacement	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

This sub-project renovates and replaces Livingstone's aging transportation electrical infrastructure. Work on this sub-project includes replacement of streetlight knockdowns and overhead wires and poles. Additionally, the electrical systems that operate the lighting equipment is old and not in proper working order to supply the required lighting. With this sub-project, the electrical system will be improved and repaired to bring the equipment up to standards and to electrical code.

This sub-project will improve reliability of streetlights, reduce maintenance costs and outages, and improve the safety of residents and visitors

## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.8	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Open Market Construction	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.9	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Open Market Rehabilitation	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	A	Strategic Direction Alignment:	Infrastructure Upgrade and Enhancement	Anticipated Duration of Project:	
Sub-Project Code:	A.10	Project Name:	Infrastructure Upgrade and Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Traffic Safety Improvements	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

Traffic safety improvements include, but are not limited to; the installation and replacement of traffic safety impact attenuators, elimination or relocation of roadside visual obstructions and a combination of modifications to traffic channeling, signals, signs lighting and markings, to eliminate or reduce accidents.

Traffic safety improvements affect thousands of Livingstone residents as well as visitors and business commerce. The need for safety improvements will be systematically identified through the analysis of accident records, inspections and surveys, and resident requests.

This sub-project has significant economic benefit to Livingstone residents through the reduction of accident-related fatalities, injuries and property damage -- and also by making Ndola a safer community in which to live and do business. The sub-project's primary objective is to provide a safe travelling environment for vehicular traffic, pedestrian and bicycle circulation within Ndola.

## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	B	Strategic Direction Alignment:	Improved Service Delivery	Anticipated Duration of Project:	
Sub-Project Code:	B.1	Project Name:	Improved Service Delivery	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Purchase of Fire Fighting Equipment	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	B	Strategic Direction Alignment:	Improved Service Delivery	Anticipated Duration of Project:	
Sub-Project Code:	B.2	Project Name:	Improved Service Delivery	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Refuse Collection and Disposal	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	B	Strategic Direction Alignment:	Improved Service Delivery	Anticipated Duration of Project:	
Sub-Project Code:	B.3	Project Name:	Improved Service Delivery	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Facility Condition Assessment	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

The facility condition assessment is a systematic process of conducting a physical audit of city owned sites and buildings. It will identify the existing physical condition and functional performance of buildings, as well as maintenance deficiencies. From the information collected, capital renewal and replacement requirements can be estimated for individual facilities and annual forecasts. The assessment will provide a basis for decision-making on routine maintenance, renovation and other capital projects. The assessment will also highlight where there may be physical assets that can be liquidated or sold in order to finance (even if partially) the improvement of other facilities. The goals of the assessment are; improved resource utilisation, lower operating costs, energy conservation, improved maintenance, and prolonged asset life.

## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	C	Strategic Direction Alignment:	Improved Service Delivery	Anticipated Duration of Project:	
Sub-Project Code:	C.1	Project Name:	Recreation and Cultural Amenities	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Construction of New Football Stadium	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	C	Strategic Direction Alignment:	Improved Service Delivery	Anticipated Duration of Project:	
Sub-Project Code:	C.2	Project Name:	Recreation and Cultural Amenities	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Recreational Facilities Upgrade and Enhancements	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

The scope of this sub-project includes assessing the design and engineering requirements of different recreational facilities; developing plans and specifications for specific projects; cleaning and painting of facilities; repaving and repairing sections that are cracked; improving accessibility particularly for the physically handicapped; furnish and erect directional signs and install park furniture such as benches and swinging bars.

## CITY OF LIVINGSTONE

### CAPITAL IMPROVEMENT PLAN WORKSHEET

#### PROJECT IDENTIFICATION AND CODING INFORMATION

Project Code:	D	Strategic Direction Alignment:	Enhancing Revenues	Anticipated Duration of Project:	
Sub-Project Code:	D.1	Project Name:	Revenue Enhancement	Useful Life of Outcome:	
Implementing Department Code:		Sub-Project Name:	Introduction of Toll Fees for Commercial Vehicles	Implementation Status	
Sub-Project Location:		Implementing Department Name:		Ward in Which Project is Located:	

#### EXPENDITURE SCHEDULE (000's)

Cost Elements	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. Design						
B. Site						
C. Project Management						
D. Construction						
E. Equipment						
<b>TOTAL</b>						

#### MILESTONE DATA

1. Design Award Date:	
2. Design Completion Date:	
3. Construction Award Date:	
4. Construction Completion Date:	
5. Equipment Ordered Date:	
6. Equipment Delivered Date:	

#### FUNDING SCHEDULE (000's)

Sources	Total Budget	Year 1	Year 2	Year 3	Year 4	Year 5
A. National Government						
B. Donor Funding						
C. Recurring Revenue (RCCO)						
<b>TOTAL</b>						

#### PROJECT DESCRIPTION AND JUSTIFICATION

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## **FINAL REPORT**

### **Terry Bergdall**

#### **Strengths, weaknesses, and next steps in regards to the Livingstone City Council Strategic Planning workshop**

This report briefly documents strengths and weaknesses of the recently completed strategic planning workshop held with the Livingstone City Council in Zambia during the week of 7-12 April 2002. It also suggests some next steps for sustaining momentum generated during the workshop. Reflections on strengths and weakness, of course, need some kind of contextual reference point in order to be really understood. My report, therefore, begins with contextual framework before highlighting strengths and weaknesses. It ends with observations on next steps.

#### **Contextual Framework**

Local government in Zambia is far different from that in the United States. The situation today is very much one of transition. For most of its history, Zambia has had a highly authoritarian centralized system where decisions about local issues have essentially be made at the national level. Until recently, for example, local government budgets were primarily decided in Lusaka (the national capital) and local government administrators, especially the “town clerks” (i.e., city manager), were appointed by the Ministry of Local Government. The hiring and firing of city employees was largely controlled by the central government: positions were mandated from above and then appointed through political connections. City councilors elected locally exercised only minimal power in the entire process of local governance. While there is a new national policy about local government that is moving toward towards decentralization, the transition, like many such things in Africa, is painfully slow.

The strategic planning workshop in Livingstone took place within this operating environment. The major challenge of the workshop was to help elected councilors, municipal staff, and key stakeholder to reach a consensus upon a pragmatic way forward given the entangled web of contradictions that surround local governance issues in Zambia. Rather than a “blueprint” with clearly defined objectives, we thought it more important to create a “living document” to serve as a common reference point, built upon a broad consensus, for undertaking practical activities. As such, the plan produced during the workshop was intended to serve as something to be reviewed, refined, and modified on a regular basis as the council gains new insights from the trial and error of the implementation process. The resulting plan has, therefore, sought to maintain a balance between the ambitious desire for large projects that require external financing and immediate actions that can be realized through the mobilisation of existing resources.

This emphasis on creating a “living document” within the realities of Zambia’s transitional environment are important for understanding the design of the workshop. The design can be

summarized in the following six steps. First, a review of Livingstone's recent history and lessons learned. Second, a discussion about creative roles of local government and stakeholders. Third, articulation of a five-year *VISION* (including service delivery priorities). Fourth, an analysis of *ROADBLOCKS* and *OPPORTUNITIES*. Fifth, consensus on *STRATEGIC DIRECTIONS*. Sixth, the mapping of *MILESTONES* and *ACTION PLANS* for the first six months of implementation.

As Karl Nollenberger, ICMA Financial Consultant, pointed out in Livingstone, a similar workshop with a city council in the United States would usually end with a consensus on strategic directions. Formulating milestones and action plans would then typically be delegated to the city manager and staff. Such a sharp division between the roles and responsibilities of elected officials and professional staff, however, was not made during the Livingstone workshop precisely because of the entangled environment that defines the environment of local government in Zambia: everyone needs to be involved and working together at every stage if current inertia is to be overcome.

## **Strengths**

Given this contextual background, I view the following to be major strengths of work completed in Livingstone:

- The active involvement of community stakeholders beyond the elected officials and professional staff was a great accomplishment. Their participation was especially important because of the instrumental role they must play in ensuring ongoing success for many of the initiatives planned. This, of course, is due to the city government's extremely limited financial resources. It needs to be pointed out that the logistical arrangements made by the International Executive Service Corps (IESC) were obviously crucial for securing the involvement of the stakeholders.
- While the involvement of the stakeholders was a very positive thing, it also was good for the elected officials, town clerk, and department heads to meet by themselves for two days before their arrival on Wednesday. Though the stakeholders have a genuine role to play, it is the councilors and professional staff who will ultimately be responsible for the plan.
- We were very fortunate to have five entire days devoted to conducting the workshop. Though it is difficult and expensive to spend such time in planning a retreat, it greatly enables consensus and team building to occur. The design of the five days, as alluded to above, was an appropriate one for the situation in Zambia.
- The facilitation team, and phasing of assignments and tasks, was well balanced and represented a good mix of skills and gifts. My role as the process facilitator was completed by the local government expertise brought by Henry Moore and Karl Nollenberger. Henry's current work as a community developer was complemented by Karl's more structured approach to working with formal councils. While the workshop probably over-emphasized the involvement of councilors and stakeholders in planning implementation activities, it was good to have Karl stay behind to work closely with the professional staff on creating a capital improvement plan during the following week. My previous experience based on ten years of professional work and

residency in Zambia was also a good complement to Karl and Henry who were both making their first visits to the country.

- It was a very positive thing to have Livingstone's local member of parliament present throughout the entire workshop.
- Production and distribution of the workshop document before participants departed on the final day was a real plus. In a society where things tend to be delayed, it modeled the possibility of doing things promptly and in a professional manner.

## **Weaknesses**

Reflections in hindsight (with some of them even being apparent in foresight) have resulted in the following observations about weaknesses:

- Facilities were adequate but not optimal. Commuting from one hotel to another was inconvenient since so many Livingstone residents were involved. But, as is well known to all, commuting between hotels was not the intended plan. The weakness of the actual arrangements, however, needs to be acknowledged.
- It is important that the facilitators arrive a few days early to make final preparations for the workshop. The late arrival disadvantaged the facilitator and resulted in some awkwardness that could have been otherwise avoided. The good news is that I think this was far more apparent to those responsible for running the event than it was to the participants.
- It is unfortunate that Henry, Karl, and I did not receive the situation reports prepared by the department heads. Reading them on the third day of the workshop (when they were finally made available) was better than never seeing them at all, but we would have been far better prepared had they reached us, as intended, beforehand. The fact that they had to be produced by the workshop secretary reveals a lot about the limited capacities of city government in Zambia.
- During the workshop, representatives from the USAID Mission in Zambia were not in attendance. I am not sure of the reasons for their absence but I feel that it somewhat undermined the potential effectiveness of the event. In addition, it was a missed opportunity for the Livingstone City Council.

## **Next Steps**

We ended the workshop by having participants think very practically about next steps and how they might maintain momentum. However, past experience causes me to think that structural external support is important for enabling regular follow-up and review to be established as an ongoing feature of continued work. In a perfect world, a review workshop involving many of the same participants would be held within a year to document progress, modify the plan, and to map out new implementation activities based on lessons learned. In the future, however, perhaps such "follow-up" work could be structured into the original contract. I have been able to do this with other clients and suggest that IMCA should give consideration to this as it undertakes similar work in the future. Perhaps even now it's not

too late for IMCA to seek funding for follow-up work to all three Zambian municipal governments with which it's worked.

As of writing this report I had not received a copy of the Capital Improvement Plan. I may have the opportunity to return to Zambia and with Karl's report I would have the background to make an informal follow-up on progress. If all else fails, ICMA might consider sending a simple letter to the Livingstone's mayor in a year's time inquiring about progress. Though extremely modest, the city council might find such a reminder to be encouraging.

**FINAL REPORT**

**LOCAL GOVERNMENT CONSENSUS BUILDING  
STRATEGIC PLANNING WORKSHOP  
CITY OF LIVINGSTONE, ZAMBIA**

**USAID CONTRACT NO. LAG-I-00-99-00008-090 D.O.  
801**

**Submitted by Henry Moore**

**Livingstone City Council Strategic Planning & Consensus  
Building Workshop**

**April 7-12, 2002**

### **Background**

The consulting team of Terry Bergdall and Henry Moore contracted with the International City/County Management Association (ICMA) to assist the City Council and community stakeholders of Livingstone, Zambia in a strategic planning and consensus-building workshop for five days.

During the past twenty years, Livingstone's economic base has been declining until the construction of the Sun International Hotel near Victoria Falls, which led to increased investment in the City. The investment in the hotel along with the decrease in tourism in Victoria Falls, Zimbabwe has created an opportunity for the City of Livingstone to grow and development its tourism industry.

The city is faced with a series of community development challenges. The City staff listed several critical concerns:

- Inability to monitor development activity
- Failure to maintain sufficient revenues to pay staff
- Excessive municipal debt
- Inadequate equipment to collect garbage citywide
- Lack of office computers to support office operations
- Inadequate assessment of charges for water usage
- Lack of meters creating water losses and revenue losses
- Lack of funds for meter installation
- Lack of funds to attract qualified staff members

The City Council and community stakeholders through the USAID/ICMA weeklong planning and consensus building process developed the Livingstone Strategic Plan. This process was coordinated by ICMA, USAID, and the International Executive Service Corps (IESC) which directed the work of the City Council and the stakeholders in five functional areas: Economic Growth, Garbage Management, Road Rehabilitation, Capacity Building, and Community Innovation (Different Ways of Doing Things).

The City Council and the community stakeholders developed a community vision and mission statement to guide the planning process:

### **Vision for the City of Livingstone 2002 – 2007**



*To improve the quality of life for all, economically, socially, and environmentally*

### **The Mission Statement**

*Our Mission as Livingstone City Council is to provide efficient services, create an enabling environment for economic growth with community participation in order to improve the quality of life for all.*

Working from the common vision, objectives or milestones for each functional area were established to direct the action plan. For each milestone, the stakeholders and City Council discussed the existing condition or nature of the problem. Strategies or key implementation steps were identified with a program timeline for the implementation of each step.

### **INTRODUCTION**

On Sunday, April 7, 2002 elected officials, city staff, and community stakeholders gathered for dinner and registration to begin a five-day strategic planning workshop. Monday and Tuesday was dedicated to teambuilding, the roles and responsibilities of elected and appointed officials, and the process for citizen and stakeholder participation. During these two days, the City Council developed a draft vision statement and reviewed its purpose. On Wednesday, the community stakeholders joined the council. The stakeholders included members of the Advisory Board, the private sector and NGOs.

The workshop was opened by M.K. Cope of the International Executive Service Corps (IESC) who welcomed the participants gathered at the Wasawange Lodge. The Deputy Permanent Secretary Lt. Mwape represented the Permanent Secretary for the Southern Province Mr. Darius Hakayokbe and read his speech to the participants.

The rest of the week was devoted to developing and finalizing all the elements of the strategic plan and implementation guidelines. Specifically, the following documents were developed:

- Roles and Responsibilities of the City Council
- Roles and Responsibilities of the Stakeholders
- Review of Service Delivery Options
- Community Vision
- Key Opportunities and Obstacles
- Strategic Directions
- Milestones
- Action Plans

After the workshop, an ICMA financial management consultant helped the city staff to determine the community's financial capacity.

### **Workshop Observations and Evaluation**

#### ***1. What is the lasting effect of the workshop (strengths)?***

The City of Livingstone has recognized the problems that are interfering with economic growth and community development. City Councilors and stakeholders are making a serious effort to improve the quality of life for all residents.

Determining where and how to focus community resources and encourage new development requires planning. By evaluating Livingstone's strengths, weaknesses and opportunities, the Strategic Plan creates a knowledge base from which informed decisions about the community's future will be made. The Plan acts as a roadmap showing what must be done to achieve the community's vision. Ultimately, the plan outlines the steps necessary to create an environment that is clean, safe, attractive, and well maintained to nurture economic growth and community vitality.

The plan proposes an action agenda based on the community's assessment of priorities. Once the plan is adopted by the City Council, it will be used to direct future revitalization efforts.

A broad-based, participatory planning process brought twenty-two representatives from agencies, institutions, and community organizations to develop the plan. Grassroots participation from residents from the Advisory Board was necessary to ensure that the plan was based on the vision and desires of the community. The commitment of government agencies, businesses, and governmental authorities ensured that government resources and policy were directed to accomplishing the objectives and strategies of the plan.

The combined participation of the forty-five members created a public-private partnership that focused on the five functional areas. Each of the five working committees represented the elements of the plan that are linked to these interrelationships. It is these relationships, focused on the vision of the city that will continue to push the City Council to accomplish the plan. The coordination and management of the plan is being directed by the City Council acting as a central point of contact.

The partnership has agreed upon a vision and a plan that will guide the community's future. This plan, while less formal than a comprehensive plan, has several distinct advantages. First, it brought people together over a five-day period to think together about the future of the city and figure out what must be done. Second, it expressed the hopes and set sights on what the community should become. Finally, the vision is the guiding principle of the community's strategic plan. It is the charter for the public sector

and the private sector to stay on course. It makes their dreams for the community visible for all to see.

The five-year Strategic Plan is a detailed outline of various activities, projects, and steps recommended by the City Council and stakeholders. Each project depends on the availability of resources and citizen involvement. Scheduling the initial implementation actions over 6--12 months using available resources, allows the city more time to plan the use of general funds for planned projects in succeeding years. To be effective, the work plan must be linked to, and coordinated with the city's annual operating budget.

The workshop created a source of inspiration that launched the work plan. The working committees identified a series of actions that could be accomplished using existing resources. Subsequent to the workshop, the City Council has installed trees and grass along major roads in the community. This demonstrates that the community is working to improve community conditions using available resources.

## ***2. What changes would you make if you did this project again (weaknesses)?***

One of the greatest challenges facing the city is the lack of financial resources. The financial management consultant should visit the community one week prior to the project to evaluate the financial management capacity of the city. When the facilitators arrive, the financial consultant can provide some valuable insights into the community's capacity. These insights would guide the work plan and proposed outcomes for the week.

When a similar project is proposed, ICMA should consider proposing that the local government establish a small reserve fund to finance projects or activities arising out of that strategic planning session. Another option would be to work with USAID and possibly the World Bank or other international relief organization to link the proposed project to potential funding sources prior to initiating the work. By doing so, the implementation of the plan will be tied to new resources or to an agency that will have a stake in funding the plan immediately after the workshop ends.

Finally, ICMA should consider restructuring the workshop format to include an Asset Based Community Development (ABCD) focus. The consultant introduced the ABCD concept during the Monday session with City Councilors. As a result of the time allocated to local government organization and roles and responsibilities of stakeholders and City Councilors, there was insufficient time to demonstrate how to activate citizen involvement for production and contribution.

This is an alternative approach to community development that recognizes the gifts and capacities of all community residents, associations (formal and informal groups or people), and institutions in building stronger communities. Experience has shown in the United States and several developing countries that communities can mobilize to take action for economic and community development. As an approach to community-based development, it rests on the principle that the recognition of strengths, gifts, talents, and assets of individuals and communities is more likely to inspire positive action for change

than an exclusive focus on the needs and problems of the community. At its core is a focus on the relationships between people, particularly in how informal associations and networks work.

Accompanying this approach is a set of methods that have been used to inspire a community to mobilize around a common vision or plan. ABCD proposes a number of steps to facilitate the process including:

- Collecting stories about community successes and identifying the capacities of communities that contributed to success
- Mapping completely the capacities and assets of individuals, associations, and local institutions
- Building relationships among local assets for mutually beneficial problem-solving within the community
- Mobilizing the community's assets fully for economic development and information sharing purposes
- Convening as broad a representative group as possible for the purposes of building a community vision and plan
- Leveraging activities, investments and resources from the outside the community to support asset-based, locally defined development.

Finally, ABCD is a strategy for sustainable community-driven development. It takes into account not only the mobilization of a particular community, but positions this community in relation to local institutions and the external economic environment on which its survival and prosperity depend. This approach is being applied in several developing countries including Brazil, Australia, and South Africa.

### ***3. What are the next steps for the city to build on the success of the project?***

It is recommended that ICMA and USAID consider asking City Council and community stakeholders the following questions in eight months –

- What do you believe was the most important outcome of this work for the community?
- What do you believe was the most important outcome of this work for the city organization?
- What were the most important lessons learned through this work?

These answers will offer insights into the outcomes and application of this process. The results will also provide additional feedback for future projects.

It is further recommended that the City Council and community stakeholders meet quarterly to review progress, revise implementation schedule, review resource opportunities, and update the community on the status of the plan.

USAID and ICMA should consider linking cities that have participated in this process. An annual meeting of these communities would encourage networking and information sharing on learnings from this process.

### **Conclusion**

Livingstone City Council and community stakeholders created a vision for the community's future. They identified five areas to target improvements through this strategic plan – Economic Growth, Garbage Management, Road Rehabilitation, Capacity Building, and Community Innovation (Different Ways of Doing Things). Implementing these recommendations is dependent upon mobilizing human, physical, and financial assets.

The participants recognize that the intent of this plan is to maximize the use of existing resources as much as possible. The strategic plan provides a tool for seeking funding from donors such as the World Bank and other international resource organizations.

In the future as the strategies are implemented and evaluated for effectiveness, adjustments will be made to build on successes and to redesign failures. Only through on-going efforts to critically examine the various programs can adjustments be made to maximize the effectiveness in achieving desired outcomes.